

CHAPTER 6

FILLING THE WARTIME MANPOWER REQUIREMENT

A. TRANSITION TO WARTIME AUTHORIZATION

The starting point for personnel fill actions is the wartime manpower requirements document. People are assigned or reassigned to gain the best use of available assets and minimize shortfalls in filling wartime requirements according to priorities set by higher headquarters. Upon declaration of full mobilization, higher headquarters direct implementation of wartime requirements if this has not already been done. The shift from peacetime to wartime could occur suddenly or gradually and selectively, according to the crisis at hand. Depending on the mission and structure of each installation, the transition to wartime requirements can involve changes in both military and civilian personnel, as well as contract services. Appendix J discusses the process of time-phasing manpower to meet time-phased mobilization workloads.

B. MILITARY MANPOWER RESOURCES

1. Actions by Higher Headquarters. Each Service centrally controls and manages the distribution and assignment of military personnel resources. Unit status reports identify outstanding requirements that are met, according to Service established priorities and assignment procedures, by actions within the respective Service personnel requisitioning and assignment system. The following are examples of military personnel actions that higher headquarters may take, as required by the situation:

- a. Extending terms of service, consistent with the emergency.
- b. Upon full mobilization, recalling all Ready Reservists who are preassigned to a mobilization station.
- c. Recalling military retirees as required.
- d. Preassigning military retirees (Category I or II retirees who are not key employees) to installations to fill support positions for which their age and experience qualify them, and where early availability of retirees is essential to mission performance.
- e. Disapproving requests for deferral or exemption from recall of Ready Reservists and preassigned military retirees because of civilian occupation.
- f. Preassigning Individual Ready Reservists to installations to fill wartime military augmentation or filler positions that are not predesignated or appropriate to be filled by military retirees.

2. Actions by Installations. The policies and procedures of each Service govern the military personnel actions that may be taken locally. Following are examples of actions that could be preplanned and implemented at installation level, consistent with higher headquarters instructions:

- a. Higher headquarters may authorize installations to take local cross-leveling actions, according to specified criteria, to fill initial

mobilization vacancies within its available assets. An example of **cross-leveling** would be the transfer of military personnel from positions designated to be filled in wartime by civilians or military retirees, to essential mobilization positions. An advantage of local cross-leveling is that, by following assignment priorities, it allows shifting of personnel to meet urgent wartime requirements with a minimum of personnel turbulence. Secondary skills used in conjunction with peacetime training and exercises can enhance the effectiveness of cross-leveling. Appendix K describes the Army cross-leveling system and other methods of filling military wartime manpower requirements.

b. If required and practical, installations could cross-train in peacetime personnel occupying positions not needed in wartime who will be reassigned to meet war requirements in other skills. Examples are people who will be reassigned because their units will be reduced or inactivated or who will be replaced by civilian employees or military retirees.

c. As a part of authorized and funded peacetime training programs, installations could provide peacetime refresher training of Individual Ready Reservists and military retirees required to meet early mobilization requirements .

C. CIVILIAN MANPOWER RESOURCES

1. Decentralized Operations. As opposed to the centralized management of military personnel, civilian personnel staffing is for the most part decentralized to the installation level, where servicing civilian personnel officers (CPO) and functional managers must work together as a team. Functional managers not only play a key role in requirements planning but also, assisted by CPO staffs, plan how to restructure and realign jobs to meet mobilization needs . Such changes from usual practices are designed to make the best use of available manpower, facilities, and equipment in meeting the mobilization requirement for various skills and workloads.

2. Support of Tenant Activities. Very often, installation CPOS provide services to tenant activities of other commands. The tenants' mobilization staffing requirements must be planned in advance in conjunction with those of the host organization.

3. Emergency Authorities

The Office of Personnel Management (OPM) Federal Personnel Manual (FPM) is the primary source of guidance for planning and using emergency authorities that apply to direct-hire civilian employees. (See Figure 6-1).

b. During periods of rising tensions short of a declared national emergency, the following management authorities, currently available in peacetime , can assist in making sure that mission-essential needs for civilian employee support are met. They should be used in accordance with OPM regulations and Service instructions.

(1) Authority to reassign or detail employees involuntarily to essential positions for up to one year.

FPM EMERGENCY GUIDANCE AND AUTHORITY DOCUMENTS

<u>DOCUMENT</u>	<u>TITLE</u>	<u>CONTENT</u>
FPM Chapter 910	Mobilization Readiness	Guidance on emergency readiness planning.
FPM Supplement 990-3	National Emergency Standby Regulations (Personnel and Manpower)	OPM standby regulations for administering the Federal work force following an attack on the United States . Take effect automatically after such attack. Suspend and liberalize many peacetime regulations.
FPM Supplement 910-1	National Emergency Readiness of Federal Personnel Management	<p>Book I contains guidance on planning for emergencies. Chapter 2, Section E, includes guidelines for using emergency-indefinite appointment authority.</p> <p>Book II expands on FPM Sup 990-3. Gives plan for Federal civilian work force administration in a general war.</p>
FPM Chapter 230, Sub-Chapter 4	Agency Authority to Take Personnel Actions in a National Emergency	<p>Covers two major expansion and hiring authorities:</p> <ol style="list-style-type: none">1. Upon an attack on the United States agencies may take whatever actions are necessary for effective functioning, subject only to FPM Sup 990-3.2. In a national emergency, agencies may make emergency-indefinite appointments . DoD has delegated this authority to Military Departments (with further redelegation permitted) under these conditions:<ul style="list-style-type: none">- Declared national emergency- Danger to U.S. security- National program needed to combat the threat

Figure 6-1

(2) Authority to relocate employees involuntarily, permanently or temporarily, to essential work sites within the United States or its territories and possessions.

(3) Authority to make continued performance during emergencies a requirement of positions critical to the continuity of essential missions.

(4) Authority to preassign civilian employees whose positions can be vacated early in a mobilization to essential mobilization positions for which they are qualified.

c. Additionally, DoD may request that OPM delegate the **emergency-**indefinite appointment authority prior to the declaration of a national emergency when:

(1) The President has authorized the call up of some portion of military reserve forces for some military purpose; and when

(2) The Secretary of Defense certifies that such hiring authority is necessary and the Director of OPM confirms that normal procedures cannot meet surge requirements.

If OPM grants this authority, it shall simultaneously provide DoD with procedures for its use and the means for OPM to review its application. Installations will receive instructions through normal Service channels in the event this authority is delegated for their use.

d. Figure 6-2 lists additional authorities that are available to DoD after a declaration of a national emergency, but prior to an attack on the United States.

4. Recruitment Planning

a. Planning for recruitment is based on the identification of specific manpower requirements in the manpower authorization document that cannot be met by using current employees even with additional training. These requirements represent the external fill needed on a time-phased basis during a mobilization (for example, M-Day through **M+9** days, **M+10** through **M+29** days, **M+30** through **M+59** days, etc.). Functional managers should establish priorities within each time-phase so that recruiting is planned to meet the most urgent mission requirements.

b. Civilian strength requirements need to be identified for each time-phase and a determination made as to whether resources will come from in-service placement or from outside recruitment. The recruitment plan should be coordinated with the training staff to determine training requirements for new employees. Detailed recruitment plans are then prepared in advance.

ADDITIONAL AUTHORITIES AVAILABLE TO THE DEPARTMENT OF DEFENSE
AFTER DECLARATION OF A NATIONAL EMERGENCY, BUT PRIOR TO AN ATTACK ON THE U.S.

5 U.S. c. 3134	Limitations on non-career and limited appointments
5 U. S.C. 3324	Appointments at GS-16 , 17, and 18
5 U.S.C. 3326	Appointment of retired members of the Armed Forces
5 U.S.C. 3333	Employee affidavits
5 U.S.C. 3394	Non-career and limited appointments
5 U.S.C. 3395	Reassignments and transfers within the Senior Executive Service
5 U.S.C. 3592	Removal from the Senior Executive Service
5 U.S.C. 4022(a), 9022(a)	Employment of contract surgeons (Army and Air Force)
5 U.S.C. 4025, 9025	Work week hours (Army and Air Force)
5 U.S.C. 5102	Classification definitions
5 U.S.C. 5335	Periodic step increases
5 U.S.C. 5522	Advance payments
5 U.S.C. 5523	Duration of payments
5 U.S.C. 5532	Employment of affected members of the uniformed services
5 U.S.C. 5561- 5568	Payments to missing, interned, and captured employees
5 U.S.C. 7106	Management rights
5 U.S.C. 8332	Creditable service

Figure 6-2

5. Recruitment Sources. Recruitment plans should include an assessment of all resources available to the installation to meet manpower requirements. Some sources, such as career referrals, may not be practical or available during an emergency. The following sources should be considered, if appropriate to the needs of the installation:

a. In-Service Employees

- (1) Excess local permanent employees occupying peacetime positions not required during mobilization and who are qualified to fill mobilization authorizations.
- (2) Returnees or evacuees from overseas who are preassigned or exercise return rights to CONUS installations.
- (3) Excess non-local permanent employees who cannot be placed in mobilization positions at their own installation.
- (4) Excess Federal employees from local DoD or **non-DoD** agencies.
- (5) Current part-time and intermittent employees who can serve as full-time employees.

b. Retirees

- (1) Retired civil service employees.
- (2) Military retirees who are not otherwise preassigned.
- (3) Retirees from large non-defense industries.

c. Other Sources

- (1) Family members of civilian employees and military personnel, both local and those returning from overseas.
- (2) DoD Priority Placement Program referrals-
- (3) Outside recruitment through local U.S. Employment Service and OPM offices.
- (4) Excepted appointment of veterans, handicapped, worker trainees, and other excepted appointments.

6. Recruitment Planning Actions

a. Planning for staffing civilian positions required for mobilization starts with each organization's time-phased mobilization manpower document. The CPO should participate in the development of these documents. It is important also that the CPO be provided all current validated authorization documents, including those of serviced tenant activities of other commands.

b. Recruitment planning usually includes the following major phases:

(1) Assembling and organizing preliminary data, including peacetime and mobilization authorization documents, personnel information (especially current position assignment and likelihood of military **callup** in the first ninety days of a mobilization), workload priorities, and available source **lists** (such as local retirees, etc.).

(2) Identifying initial mobilization vacancies requiring fill by current employees, known source lists, or new recruitment.

(3) Applying available employees to the initial vacancy list, taking steps to maximize use of such personnel.

(4) Planning and updating recruitment strategies.

c. Appendix L lists and shows a sequence of more detailed recruitment planning steps that may be required, depending on the installation's unique mobilization needs and labor market and on applicable Service directives.

7. Labor Market Analysis. Appendix M provides information on conducting and using local labor market analyses to support recruitment planning.

8. Competition in Hiring Civilians. Appendix N describes actions to resolve potential civilian hiring competition within and among Military Departments, and between Military Departments and defense industries.

9. Use of Job Engineering. Appendix O describes the use of job engineering to make local staffing and recruitment easier by reducing vacancies to more readily available skill levels.

10. Potential Hindrances to Recruitment. Appendix P discusses potential hindrances to civilian recruitment and actions that can mitigate the effects of these problems.

D. CONTRACTING

Contracting is one of the ways of meeting workload requirements during mobilization. Generally, mobilization manpower requirements are designated as non-military unless military incumbency is required by law, security, discipline, rotation, or mission performance. Using contractor personnel should be considered if it would be more practical or effective than recruiting civilian employees to fill positions in light of the projected labor market. Planning for contractor services should include considering expansion of current contracts or securing new contracts upon mobilization or an emergency. While the capacity of each local market varies, a current contractor, whose performance is known, may offer greater assurance of adequate performance during an emergency than would a new contractor. Careful advance research and coordination can help to ensure that the required support will be provided when needed. The key to planning mobilization contracting is the ability of functional managers to anticipate and identify specific requirements. Planning actions by functional managers and contracting officers could include the following:

1. Functional Managers:

a. Review current requirements and/or contracts to determine if war clauses and contingency options apply, then review with manpower officials to determine the reduction or expansion required upon mobilization for each requirement/contract.

b. Provide the contracting officer with performance work statements for services and supplies needed during a mobilization.

c. Designate priorities of mobilization requirements to assist in planning and expediting contracting actions.

d. Plan for alternative means of meeting critical requirements in case of contractor default.

2. Contracting Officers:

a. Maintain a current file of performance work statements for services and supplies needed during mobilization.

b. Assist in the selection of contingency contractors capable of delivering specific products and services, exchange information with other DoD installations in the local market on contractors used or planned to be used.

c. Maintain a current list of suppliers able to meet requirements for needed products and services.

d. Include, where mobilization requirements are firm for existing contracts, contingency option clauses to use when the emergency occurs (such options do not obligate funds until they are exercised).

e. Use multiple options to peacetime contracts in that function when mobilization requirements for services normally contracted in peacetime cannot be quantified.

f. Make plans to ensure that necessary contracting capabilities will be available during mobilization.

Appendix Q discusses in greater detail the use of contracting for mobilization requirements.